



Capabilities-Based Planning



Office of Force Transformation

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Capabilities-Based Planning: Why?



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- *because the “THREAT” went away
- *because “transformation” means getting rid of things, and it’s imperative to get rid of only the “right” things
- *because planning’s role in PPBS had declined too much, and there was a need to link strategy and programs
- *because there was a need to link operational planning and force planning
- *because the process of planning forces at the highest level was not competitive but was instead based on consensus
- *because civilian strategists in OSD needed to work closer with an invigorated Joint Staff



Capabilities-Based Planning: Origins



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31 Oct 2003 memo from the Secretary of Defense: “Initiation of a Joint Capabilities Development Process”

“The goal is a streamlined and collaborative, yet competitive, process that produces fully integrated joint warfighting capabilities.”

*issues to be developed for the SecDef by J-8, PA&E, and principal deputy USD(P)

*Enhanced Planning Process (EPP) replaces the first “P” in PPBS (which is now PPBE). This new process must be based upon “a common structure for articulating joint capabilities.”

*Making the EPP work is a major intellectual and organizational challenge.



Linking the COCOMs and the Pentagon



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- *In the past, the Combatant Commanders would participate in the resource allocation process by submitting Integrated Priority Lists.
- *Put another way, they were outside the process that mattered.
- *At the same time, major issues went to the DepSecDef and to the SecDef in the programming phase of PPBS. That was too late.
- *So the COCOMs were put on the Strategic Planning Council, and now the Council advises the SecDef in casting the Strategic Planning Guidance (SPG), writing the Joint Programming Guidance (JPG), and in assessing the “success” of the defense program.



The Analytic Agenda



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*To link all of the following:

- the defense planning scenarios (what might happen)
- joint concepts (how to fight, given what happens)
- transformation roadmaps (where and how the services intend to transform over time)
- Joint Capabilities Integration and Development System (new requirements process—what the systems are)
- concepts of operation and operations plans (including time-phased force deployment & time-phased objectives)
- NATIONAL STRATEGY



Example



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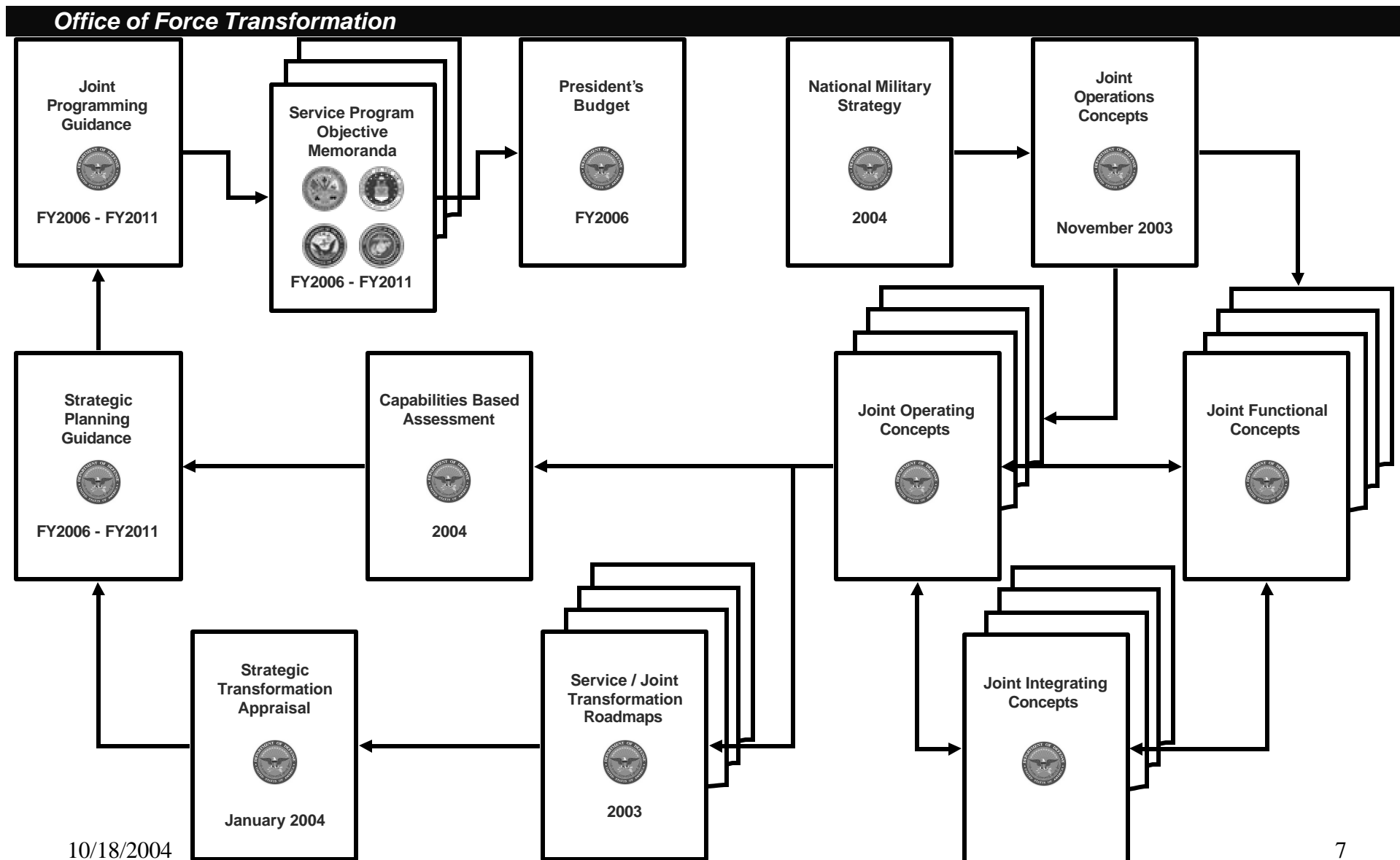
Blue Force Tracking (for JROC review)

- *Army has ACAT 1 program. USMC has ACAT 3 program.
- *Narrow the focus to ground forces: Army, USMC and SOF
- *Widen the focus to include C2 and situational awareness
- *Emphasize doing something ASAP
- *Services conduct joint capability review in C2 FCB

RESULT: Army and USMC will “combine” their programs and use a common interoperability framework. POMs will reflect this.



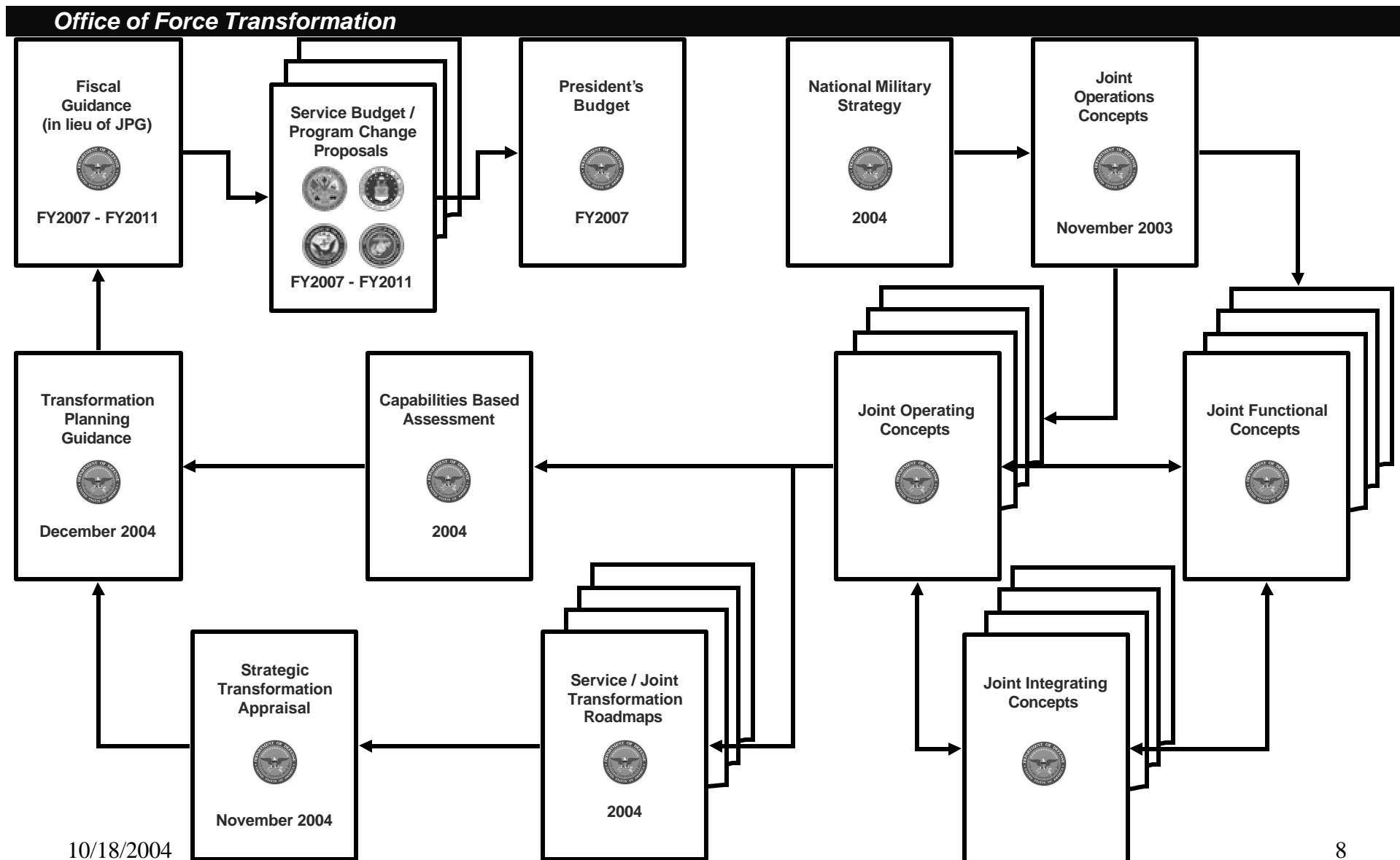
Concept Development, Planning, Programming and Budgeting Process (On Year)



10/18/2004



Concept Development, Planning, Programming and Budgeting Process (Off Year)



10/18/2004



Framework for Strategic Analysis

Expanded View



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"Risk-effective" vice
Cost effective?

Task 5 – Risk-Based, Fiscally Balanced Force Trades

Transformed analytical processes

Task 4 – Capabilities Assessment

Transformed analytical processes

Task 3 – Measures and Metrics

ADDD, Challenges, Risks, Effects-based

Task 2 – Strategic Capability Definition

Content, capacity, CONOPS, architectures, cost

{ Geo-political context?

Known, plausible, possible adversaries

10/18/2004